

# Inspector General

## United States

## Department *of* Defense



Force Structure Changes in the  
U.S. Pacific Command - Andersen Air Force Base  
War Reserve Materiel

<b>Report Documentation Page</b>			<i>Form Approved OMB No. 0704-0188</i>	
<p>Public reporting burden for the collection of information is estimated to average 1 hour per response, including the time for reviewing instructions, searching existing data sources, gathering and maintaining the data needed, and completing and reviewing the collection of information. Send comments regarding this burden estimate or any other aspect of this collection of information, including suggestions for reducing this burden, to Washington Headquarters Services, Directorate for Information Operations and Reports, 1215 Jefferson Davis Highway, Suite 1204, Arlington VA 22202-4302. Respondents should be aware that notwithstanding any other provision of law, no person shall be subject to a penalty for failing to comply with a collection of information if it does not display a currently valid OMB control number.</p>				
1. REPORT DATE <b>12 MAR 2007</b>	2. REPORT TYPE	3. DATES COVERED <b>00-00-2007 to 00-00-2007</b>		
4. TITLE AND SUBTITLE <b>Force Structure Changes in the U.S. Pacific Command - Andersen Air Force Base War Reserved Materiel</b>			5a. CONTRACT NUMBER	
			5b. GRANT NUMBER	
			5c. PROGRAM ELEMENT NUMBER	
6. AUTHOR(S)			5d. PROJECT NUMBER	
			5e. TASK NUMBER	
			5f. WORK UNIT NUMBER	
7. PERFORMING ORGANIZATION NAME(S) AND ADDRESS(ES) <b>ODIG-AUD Department of Defense Inspector General,400 Army Navy Drive Suite 801,Arlington,VA,22202-4704</b>			8. PERFORMING ORGANIZATION REPORT NUMBER	
9. SPONSORING/MONITORING AGENCY NAME(S) AND ADDRESS(ES)			10. SPONSOR/MONITOR'S ACRONYM(S)	
			11. SPONSOR/MONITOR'S REPORT NUMBER(S)	
12. DISTRIBUTION/AVAILABILITY STATEMENT <b>Approved for public release; distribution unlimited</b>				
13. SUPPLEMENTARY NOTES				
14. ABSTRACT				
15. SUBJECT TERMS				
16. SECURITY CLASSIFICATION OF:			17. LIMITATION OF ABSTRACT <b>Same as Report (SAR)</b>	18. NUMBER OF PAGES <b>12</b>
a. REPORT <b>unclassified</b>	b. ABSTRACT <b>unclassified</b>	c. THIS PAGE <b>unclassified</b>	19a. NAME OF RESPONSIBLE PERSON	



INSPECTOR GENERAL  
DEPARTMENT OF DEFENSE  
400 ARMY NAVY DRIVE  
ARLINGTON, VIRGINIA 22202-4704

MAR 12 2007

# DoD Inspector General Report

---

**Report No.: D-2007-068**  
(Project No.: D2006-D000LA-0124.001)

**SUBJECT: Force Structure Changes in the U.S. Pacific Command - Andersen  
Air Force Base War Reserve Materiel**

**Objectives.** The overall audit objective was to evaluate the force structure changes in the U.S. Pacific Command. Specifically, we evaluated the force structure requirements, criteria, and costs, as well as host-nation support roles and their impact on the readiness of U.S. forces in the U.S. Pacific Command. This is one in a series of reports on the changes to the force structure in U.S. Pacific Command. This report addresses the readiness of war reserve materiel stored at Andersen Air Force Base, Guam.

**Scope and Methodology.** We performed this audit from January through November 2006 in accordance with generally accepted government auditing standards. To analyze the readiness of the basic expeditionary airfield resources for U.S. Pacific Command operations, we reviewed the basic expeditionary airfield resources contract, oversight guidance, storage requirements, and quantity authorized and on hand. We met or communicated with officials from the U.S. Air Force; Pacific Air Forces; the 36th Wing, Andersen Air Force Base; and Suwon Air Base, Korea.

**Results-In-Brief and Effect.** Quality assurance evaluators were not assigned to provide oversight of critical war reserve materiel at Andersen Air Force Base, as required by Air Force Instruction 25-101, "War Reserve Materiel Program Guidance and Procedures," May 2, 1995. As part of the Air Force war reserve materiel, basic expeditionary airfield resources kits are deployable to any theater of operation to establish airfield facilities and operational support at an unimproved air base for up to 1,100 personnel. Because quality assurance evaluators were not assigned to provide oversight of the basic expeditionary airfield resources kits, Pacific Air Forces cannot be sure that the contractor-maintained assets are operationally ready to support worldwide military operations. As of October 2, 2006, 36th Wing officials had appointed quality assurance evaluators to oversee the basic expeditionary airfield resources kits at Andersen Air Force Base. The Commander, 36th Wing should inform Pacific Air Forces when the quality assurance evaluators are fully trained to carry out their assigned duties, and provide Pacific Air Forces with their evaluation schedule.

**Date: March 12, 2007**

**Report No.: D-2007-068**

(Project No.: D2006-D000LA-0124.001)

**Management Comments.** The Commander, 36th Wing, Andersen Air Force Base concurred with the finding and all recommendations. The Commander stated that personnel have been identified to fill quality assurance evaluator positions and were provided guidance. Further, the Commander stated that the schedule of quality assurance evaluations was provided to Pacific Air Forces.

Although not required to comment, the Deputy Director for Strategic Planning and Policy, U.S. Pacific Command, concurred with all recommendations in the report and stated that those recommendations have been implemented. The Deputy Director noted that monthly inspections and reports to Pacific Air Forces would begin in January 2007.

**Date: March 12, 2007**

**Report No.: D-2007-068**

(Project No.: D2006-D000LA-0124.001)

## **Results and Effect on Operations**

The 36th Wing did not provide oversight for critical war reserve materiel (WRM) located at Andersen Air Force Base, Guam. Quality assurance evaluators were not assigned to provide oversight of contractor-maintained WRM basic expeditionary airfield resources (BEAR) kits. However, on October 2, 2006, the 36th Wing officials stated that they had appointed quality assurance evaluators to oversee the BEAR kits. Until quality assurance evaluations are performed, the 36th Wing cannot confirm that the contractor-maintained BEAR kits are ready to fulfill operations plan requirements.

---

**Background.** BEAR kits are part of the Air Force WRM and are designed to provide facilities and operational support to troops. This includes but is not limited to lodging, a field kitchen, showers, latrines, offices, shops, and runway matting. According to Air Force Instruction 25-101, WRM is materiel required to attain objectives in the scenarios approved in the DoD Strategic Planning Guidance. The Air Force positions WRM as either starter or swing stock, or a combination of both, to maximize worldwide warfighting capability. Starter stocks are those assets required at or near the point of intended use until air and sea lines of communications are capable of sustaining operations. Swing stock is the total planned forward operating location requirement minus starter stock. Swing stocks are positioned to maximize flexibility to support multiple theaters. In total, WRM should be sufficient to meet war planning needs outlined in the DoD Strategic Planning Guidance.

### **Audit Results**

**WRM-Funded Positions.** The 36th Wing did not provide oversight for critical WRM located at Andersen Air Force Base. Pacific Air Forces (PACAF) authorized seven WRM-funded military positions to perform maintenance on the WRM called T-550 housekeeping sets. Contractor-maintained BEAR kits subsequently replaced the housekeeping sets. The contract for the BEAR kits was started in June 2004. However, the Wing did not assign any of the seven WRM-funded military positions to perform quality assurance evaluations of the contractor-maintained BEAR kits. Five of the seven WRM-funded military positions, which are occupied and performing civil engineering duties and maintenance on other WRM, are shown on the Civil Engineers Squadron Manning document. The other two WRM-funded military positions, which are vacant, are on the Services Squadron Manning document.

**Air Force Inspection Agency.** In June 2006, the Air Force Inspection Agency issued Report No. 05-704, "Basic Expeditionary Airfield Resources Reconstitution." The report cited the lack of quality assurance evaluators to oversee the BEAR assets at Andersen. The report recommended that PACAF improve management oversight of the

**Date: March 12, 2007**

**Report No.: D-2007-068**

(Project No.: D2006-D000LA-0124.001)

BEAR kits and that Secretary of the Air Force update policies for the positioning of quality assurance evaluators for contract surveillance. Management comments outlining actions taken or to be taken were not included in the report.

**BEAR.** The Air Force describes BEAR as a “critical Agile Combat Support capability.” According to Air Force Instruction 25-101:

It provides vital equipment and supplies necessary to beddown and support combat forces at expeditionary sites with limited infrastructure and support facilities. As a minimum, each location must have a runway and parking ramp suitable for aircraft operations and a source of water that can be made potable. . . . BEAR consists of a variety of systems and equipment, such as personnel shelters, aircraft shelters, food service facilities and equipment, hygiene facilities, power and water production and distribution equipment, heating, air conditioning, and refrigeration equipment, vehicles, runway lighting, vehicle maintenance equipment, civil engineering equipment and associated spares configured into Mobility Readiness Spares Packages.

Simply stated, the BEAR assets are critical, costly, and complicated. The 36th Wing, 36th Logistics Readiness Squadron is responsible for eight contractor-maintained BEAR kits, totaling about \$24.4 million, at Andersen Air Force Base. Squadron officials stated that they did not have the qualified personnel to perform quality assurance evaluations of the contractor-maintained BEAR kits as required in Air Force Instruction 25-101.

Quality assurance evaluators must have the expertise to provide oversight of the various systems and equipment contained in the BEAR.

**Pacific Air Force.** In September 2006, PACAF officials suggested by e-mail that the 36th Wing at Andersen Air Force Base take one of the following courses of action to resolve the lack of oversight for the BEAR kits.

- The Civil Engineers Squadron exchanges one civilian-funded position for five WRM-funded military positions.
- The Civil Engineers Squadron offers one WRM-funded position to be the quality assurance evaluator.
- The Services Squadron offers one WRM-funded position to be the quality assurance evaluator.
- The Civil Engineers Squadron and Services Squadron each offer one WRM-funded position to be quality assurance evaluators.

**Date: March 12, 2007**

**Report No.: D-2007-068**

(Project No.: D2006-D000LA-0124.001)

**Tentative Solution.** On October 2, 2006, officials at the 36th Wing informed PACAF that they had identified two WRM quality assurance evaluators for the BEAR equipment being stored at Andersen Air Force Base. Officials also stated that they had accomplished this by realigning the quality assurance evaluators' duties under the Civil Engineers Squadron. PACAF officials stated that the quality assurance evaluators completed training on December 15, 2006.

**Conclusion.** The 36th Wing officials at Anderson Air Force Base informed PACAF that they had identified two WRM quality assurance evaluators for the BEAR equipment being stored at Andersen Air Force Base. They also stated that the evaluators would be trained and start providing oversight in October 2006. On December 19, 2006, PACAF officials stated that the quality assurance evaluators were trained. PACAF officials need to ensure that the 36th Wing conducts quality assurance evaluations of the BEAR kits. Until quality assurance evaluations are performed, the 36th Wing cannot ensure that the contractor-maintained BEAR kits are ready to fulfill operations plan requirements.

## **Recommendations**

We recommend that the Commander, 36th Wing:

1. Notify Pacific Air Forces when the two identified quality assurance evaluators are trained and prepared to conduct evaluations.
2. Provide the schedule of evaluations to Pacific Air Forces.

## **Management Comments and Actions Taken**

Management comments received on the draft report from the Commander, 36th Wing, Andersen Air Force Base concurred with the finding and all recommendations and are included in Attachment 1. The Commander stated that personnel have been identified to fill quality assurance evaluator positions and were provided guidance and information shared with personnel from an established quality assurance evaluator program in the Republic of Korea. This action was completed December 17, 2006. Further, the schedule of quality assurance evaluations was provided to Pacific Air Forces on January 19, 2007.

Although not required to comment, the Deputy Director for Strategic Planning and Policy, U.S. Pacific Command, concurred with all recommendations and are included in Attachment 2. The Deputy Director stated that Pacific Air Forces funded the training for

**Date: March 12, 2007**

**Report No.: D-2007-068**

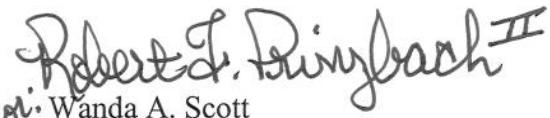
(Project No.: D2006-D000LA-0124.001)

four quality assurance evaluators for the BEAR contract and that monthly inspections and reports to Pacific Air Forces would begin in January 2007.

Management concurred with all recommendations in the draft report, and no changes were made from that draft to this final report. No further management action is required in response to this final report. Agreed-upon management actions will be subject to followup in accordance with the provisions of DoD Directive 7650.3.

We appreciate the courtesies extended to the staff. Please direct your questions to Mr. Donald A. Bloomer at (703) 604-8863 (DSN 664-8863) or Ms. Deborah D. Crosier at (703) 604-8770.

By direction of the Deputy Inspector General for Auditing:

  
for: Wanda A. Scott  
Assistant Inspector General  
Readiness and Operations Support

Attachments: As stated

**Date: March 12, 2007**  
**Report No.: D-2007-068**  
(Project No.: D2006-D000LA-0124.001)

## **Report Distribution**

### **Office of the Secretary of Defense**

Under Secretary of Defense (Comptroller)/Chief Financial Officer  
Deputy Chief Financial Officer  
Deputy Comptroller (Program/Budget)  
Director, Program Analysis and Evaluation

### **Joint Staff**

Director, Joint Staff

### **Department of the Navy**

Naval Inspector General  
Auditor General, Department of the Navy

### **Department of the Air Force**

Assistant Secretary of the Air Force (Financial Management and Comptroller)  
Commander, Pacific Air Forces  
Commander, 36th Wing  
Auditor General, Department of the Air Force

### **Combatant Command**

Commander, U.S. Pacific Command  
Inspector General, U.S. Joint Forces Command

### **Non-Defense Federal Organizations and Individuals**

Office of Management and Budget

**Date: March 12, 2007**

**Report No.: D-2007-068**

(Project No.: D2006-D000LA-0124.001)

## **Congressional Committees and Subcommittees, Chairman and Ranking Minority Member**

Senate Committee on Appropriations

Senate Subcommittee on Defense, Committee on Appropriations

Senate Committee on Armed Services

Senate Committee on Homeland Security and Governmental Affairs

House Committee on Appropriations

House Subcommittee on Defense, Committee on Appropriations

House Committee on Armed Services

House Committee on Oversight and Government Reform

House Subcommittee on Government Management, Organization, and Procurement,

Committee on Oversight and Government Reform

House Subcommittee on National Security and Foreign Affairs,

Committee on Oversight and Government Reform

**Date: March 12, 2007**

**Report No.: D-2007-068**

(Project No.: D2006-D000LA-0124.001)

## 36th Wing Comments



DEPARTMENT OF THE AIR FORCE  
HEADQUARTERS, 36TH WING (PACAF)  
UNIT 14003, APO AP 96543-4003

23 Jan 07

MEMORANDUM FOR AFIA AUDIT OFFICE

FROM: 36 WG/CC

SUBJECT: DoD Inspector General Draft Report Project No. D2006-D000LA-0124.001, Force Structure Changes in the U.S. Pacific Command-Andersen Air Force Base War Reserve Materiel

1. Results and Effect on Operations: Noted.
2. Recommendations: The 36 WG Commander concurred with the finding and recommendations 1 and 2, and stated:
  - a. Recommendation 1. Concur. Four Civil Engineers and three Services personnel were identified by their squadron commanders to fill the Quality Assurance Evaluator (QAE) positions. One Civil Engineer and one Services member from 607 MMS Det 1 (ROK) traveled to Andersen AFB 11 – 17 Dec 06 to provide guidance and share information from their established QAE program on the peninsula. Action completed 17 Dec 06.
  - b. Recommendation 2. Concur. The schedule of evaluations has been provided to PACAF/A4PW. Action completed 19 Jan 07.
3. My POC for any questions on the above material is the 36 LRS/CC, at DSN: 312-366-4345.

JOEL S. WESTA, Colonel, USAF  
Commander

**Attachment 1**

**Date: March 12, 2007**

**Report No.: D-2007-068**

(Project No.: D2006-D000LA-0124.001)

## U.S. Pacific Command Comments



COMMANDER, U.S. PACIFIC COMMAND  
(USPACOM)  
CAMP H.M. SMITH, HAWAII 96861-4028

January 18, 2007

MEMORANDUM FOR ASSISTANT INSPECTOR GENERAL, READINESS AND  
LOGISTICS SUPPORT

SUBJECT: PACOM Response to Draft Report - Audit of Force Structure Changes in  
the U.S. Pacific Command - Anderson Air Force Base War Reserve Material," dated  
December 20, 2006 (IG Project No: D2006-D000LA-0124.001)

1. We appreciate the opportunity to comment on the DoD Inspector General Report. We concur with the recommendations in the report and will fully support Pacific Air Forces efforts to ensure vital materiel assets on Guam are available for operational requirements.
2. Recommendation 1 has been implemented. A Basic Expeditionary Airfield Resources (BEAR) Training Team, funded by PACAF, has trained four Quality Assurance Evaluators for the BEAR contract.
3. Recommendation 2 has been implemented. Monthly inspections and reports to PACAF will begin in January 2007.

  
FRANK J. KISNER  
Brigadier General, USAF  
Deputy Director for Strategic  
Planning and Policy

**Attachment 2**



# Inspector General Department *of* Defense

